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ABSTRACT

This paper reports on the effects of the Education Block Grant, created as Chapter 2 of the Education Consolidation Improvement Act (ECIA) in 1981. Special focus is given to the availability of information about the way its funds are applied at public schools within the Hispanic community. An introduction argues for the right and responsibility of parents to participate in the education of their children, but claims that parents, especially those belonging to minority groups, have often been denied access to the information needed for meaningful involvement. Legislative background on the Block Grant is presented, with some discussion of related government programs. The current structure of Chapter 2 and the differing roles of State and local education agencies are described. Next, provisions in Chapter 2 for granting community access to public school information are outlined, and a La Raza survey of Hispanic community-based organizations is described: A group of organizations were asked to gather information about the Chapter 2 program from the local education agencies in their communities; results indicate that the participating organizations encountered many obstacles. A conclusion contends that the Federal government and the Hispanic community must work to increase local school accountability. Moreover, it is argued, Hispanic parents must be equipped with the skills necessary to interpret the information they are given and to determine whether their children are receiving the education to which they are entitled. (KH)

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COMMUNITY ACCESS TO INFORMATION ON EDUCATION:

A Case Study on the Education Block Grant

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I. INTRODUCTION

One of the most fundamentally accepted tenets of American education is that parents have the right and the responsibility to participate in the education of their children. This belief has led to a decentralized educational system, with a great deal of carefully guarded local control on the theory that parents will be best able to have a voice in locally run schools. In many cases this is true. However, minority parents, who have often been shut out of local electoral politics, or who do not speak the language of the school system, have often had minimal input into their children's education.

Informed parent participation requires information, and to ensure that public schools share information about their budget, policies, programs and outcomes with the public, a variety of "sunshine laws" were enacted. Most federally-supported educational programs also require that districts consult with and provide for the participation of parents of the children served. Community access to information on education is critical not only for informed parent participation in school-related elections and advisory committees, but also so parents can function effectively as advocates for their children and hold schools accountable for the type and quality of education they provide.

Information on programs and policies, budgets, rates of enrollment and graduation, rates of placement in special programs, test scores, pupil/teacher ratios, assignments to racially-isolated schools, and per pupil expenditures can provide parents with a good picture of the kind of education their children are receiving. When comparative figures are available by race and ethnicity, it is possible for parents to compare the opportunities available to their children with those provided to other children in the district. Such comparative information is particularly important for Hispanic children, whose educational performance has often gone unmonitored and unreported as data were reported only

for Whites, Blacks and Others. These "Invisible" children are the nation's most undereducated.

Historically, Hispanic parents have not had an easy time obtaining this type of information. Until federal and state programs and civil rights reporting requirements mandated the collection and reporting of certain information by race and ethnicity, local school districts generally did not take the time to make it available. Even if data were collected, in the absence of federal requirements that the data be publicly accessible, much of the information was not aggregated or made available to the general public. To complicate matters, limited-English proficient Hispanic parents often face language barriers in dealing with school officials who are generally monolingual speakers of English. Even when language does not present a barrier, the high rates of functional illiteracy and high dropout rates mean that many Hispanic parents are unable to maneuver through the bureaucratic channels and paperwork often necessary to obtain school-related information.

Despite school administrators' protestations that they support parent involvement, most administrators tend to emphasize involvement in the form of parent volunteer services, such as mothers' clubs raising money for library books rather than encouraging and assisting parents in understanding school policies, programs, budgets and outcomes. Sometimes such parental scrutiny has uncovered problems which have led to complaints to the school board, defeat of school bond measures, or civil rights litigation. It is fear of this type of parental involvement which often makes school officials suspicious of parent review of school activities. Still, most have complied with federal recordkeeping requirements in order to receive the federal funds which have generally accompanied the requirements.

Recently, with the advent of block grants, recordkeeping and reporting requirements have been decreased. Local Educational Agencies (LEAs) receiving federal funding under Chapter 2 of the Education Consolidation and Improvement Act of 1981 (ECIA) -- the Education Block Grant -- have been given increased discretion over the way in which they spend federal education monies. This greater flexibility has been accompanied by a major reduction in the legislative requirements imposed on LEAs to maintain specific records of how they utilize the funds and who benefits from these funds. Decreased recordkeeping translates into less information and reduced opportunities for communities to monitor and influence the practices and policies of local educational agencies. Furthermore, the reduction in recordkeeping and reporting has diminished the opportunities for communities to be informed about the actions of LEAs or to hold their local elected officials accountable for the quality of education available to their children.

The National Council of La Raza (NCLR) believes that it is very important that information on school programs, services, and the use of funds be available to parents and other community residents and that the Hispanic community be able to monitor the performance of its local schools. Additionally, the federal government has a responsibility to ensure that information about federally supported programs is available and accessible to local citizens. This paper reports on the effects of Chapter 2 -- the Education Block Grant, especially on the availability of information to the Hispanic community.

II. BACKGROUND

The Education Block Grant was created as Chapter 2 of the Education Consolidation and Improvement Act (ECIA) in 1981. The Block Grant, popularly known as Chapter 2, was one of nine block grants established by the Omnibus

Budget Reconciliation Act of 1981. The other block grants include: the Community Services Block Grant; the Small Cities Community Development Block Grant; the Preventive Health and Health Services Block Grant; the Alcohol, Drug Abuse, and Mental Health Block Grant; the Primary Care Block Grant; the Maternal and Child Care Block Grant; the Low-Income Energy Assistance Block Grant; and the Social Services Block Grant. The block grants were a part of the Reagan Administration's blueprint for "new federalism," a philosophy designed to reduce the federal government's involvement in the administration of grant-in-aid programs to state and local governments. "New federalism" is based on the premise that state and local governments have the responsibility and capacity to administer programs designed for local benefit with minimal federal oversight required. The deregulation of federally-funded programs was to be the first step in returning responsibility for such programs to the states.

The Education Consolidation and Improvement Act repealed 29 of the education programs previously established by the Elementary and Secondary Education Act (ESEA) of 1965, and in their place established Chapter 2 (See Figure 1). Theoretically, districts are free to choose from among the previously-authorized activities in designing their Chapter 2 programs. However, although 29 programs were consolidated, the same amount of funds were not appropriated. Funds in fiscal year 1982 for Chapter 2 represented an 11% decrease in funds previously available for the categorical programs. However in the first year of Reagan funding cuts, appropriations for the categorical programs combined were cut by 33% over the fiscal year 1980 level. Therefore, in two years of Reagan budget cuts, funding for Chapter 2 represented a cut of more than 40% over the fiscal year 1980 level.

After that dramatic initial budget reduction, smaller cuts were again proposed in FY 1982 and FY 1983. While Congress approved the FY 1982 request, it provided a modest funding increase in FY 1983. The program was

level funded in FY 1984. The Administration's FY 1985 request would increase the Chapter 2 appropriation almost to the FY 1980 level. The request would also double the amount of money available in the Chapter 2 Secretary's discretionary fund.

The 29 programs which were repealed in the Education Consolidation and Improvement Act constituted only one-half of one percent of the federal government's education budget, and most of the programs folded into Chapter 2 were relatively small. In fact, three of the 29 programs accounted for 73% of the total amount appropriated for the 29 categorical programs. The largest of these programs was the Emergency School Aid Act (ESAA). ESAA was different from the other programs in that it promoted a specific federal goal -- equity through desegregation. ESAA made funds available to local educational agencies (LEAs) undergoing voluntary or court-ordered desegregation. According to a 1981 study by the Rand Corporation,

The ESAA awards tended to be few in number but large in dollar amounts. In fiscal year 1980 ESAA made 250 awards ranging in size from \$30,000 to \$7 million. Large urban cities with high minority enrollments, many of which were under court-ordered desegregation, depended heavily on the ESAA monies to operate their desegregation programs.

In the case of Chicago the consent decree actually stipulated that the federal government would make funds available to assist Chicago in implementing its court-ordered desegregation plan. In 1981, 17 large cities received grants of over one million dollars each.

The other two large categorical programs were Titles IV-B and IV-C of ESEA. Title IV-B provided funds to school districts for library resources, textbooks, and instructional materials. Title IV-B was the prototype for Chapter 2 in that funds were distributed to State Education Agencies (SEAs) from the U.S. Department of Education (ED), and then distributed to LEAs on a formula basis. It was also the only categorical program that provided funds for private schools.

Title IV-C provided funds for supplementary teacher centers, innovative projects, and leadership development at the local and state levels. ED conducted competitive grant awards for states, which then conducted their own competitive grants process for LEAs. All of the other programs were funded competitively, directly from ED to the LEA with different applications, funding periods, and programmatic requirements for each program.

III. Current Structure of Chapter 2

Chapter 2 is significantly different from the 29 categorical programs in several important ways. The Education Block Grant turned over the administration of Chapter 2 programs to the states, and drastically reduced the recordkeeping requirements imposed on the service-providing agencies, the LEAs, and the administering agencies, the SEAs. The reduction in recordkeeping requirements theoretically was to reduce the amount of money needed to operate programs. This provided part of the rationale for the substantial cuts in federal funding which accompanied the enactment of the block grants. Savings from reduced administrative costs were to offset cuts in total funding.

In addition to the reduction in reporting requirements, Chapter 2 also offers much greater latitude in the ways in which LEAs may use funds. Chapter 2 legislation provides a laundry list of eligible activities in three broadly-defined categories: Basic Skills Development, Educational Support Services, and Special Projects. LEAs may choose from the listed activities, or operate other programs which are designed to improve education. Prior to Chapter 2, LEAs applied for program-specific funds, selectively applying for grants in those areas in which they wanted to operate programs.

The way in which funds are distributed has also changed, substantially increasing the role of the SEA. The U.S. Department of Education distributes

Chapter 2 funds to the states using a formula based on the total school-aged population of that state. The states then determine a formula by which to pass the money on to the LEAs. In a significant departure from the past, states must ensure that private schools also receive benefits from Chapter 2. Of the 29 categorical programs, only Title IV-B made provisions for private school participation prior to the block grant.

In order for a state to receive funds under Chapter 2, the governor must first appoint a State Advisory Committee (SAC). The SAC must be composed of representatives of local and regional school administrators, local boards of education, elementary and secondary school students, classroom teachers, parents, legislators, and institutions of higher education. The committee makes recommendations to the State Education Agency on the state's formula for distribution of Chapter 2 funds to LEAs, but does not actually determine the formula. The state must distribute funds based on the school-aged population of each LEA, with an adjustment for "high cost" students. However, the amount of the adjustment and the determination of exactly what constitutes "high cost" has been left entirely to the states.

As a result, the percentage of Chapter 2 money distributed on the basis of high-cost factors varies tremendously from state to state. For example, Mississippi distributes only 5% of Chapter 2 funds based on high-cost factors. On the other hand, 79% of Connecticut's funds are distributed based on the number of low-income, and isolated minority group children. The average state formula distributes 70% of Chapter 2 funds on enrollment counts and 30% on high-cost factors.

The definition of a "high-cost" factor also varies from state to state. Common high-cost factors include low income, areas with sparse populations, low level of tax effort, number of limited-English proficient students, number of gifted and talented students, number of low/high achievement students,

desegregating districts, and number of handicapped students. Although most states consider low-income students to be high-cost, Florida, Hawaii, Michigan, New Hampshire, New Mexico, New York, South Dakota, Utah, and Wyoming do not distribute funds specifically on that basis. Low-income students, sparse populations, and handicapped students are the factors most frequently included in state high-cost formulas. Limited English proficiency is regarded as a high-cost factor in only seven states: California, Iowa, New York, Oregon, Rhode Island, Texas, and Washington.

States do not have a totally free rein in designing funding formulas since they must be approved by the Department of Education. The Department of Education disallowed California's proposed funding formula, disapproving the high emphasis on high-cost factors associated with desegregation, and charging that the formula too closely followed previous funding patterns under the Emergency School Aid Act (ESAA).

To receive funds the SEA must submit an application to the Department of Education outlining its intended uses of the money and its state distribution formula. States must also promise to make timely announcements to the LEAs on the availability of funds. The legislation explicitly prohibits the SEA from imposing any restrictions or compliance regulations on the LEAs.

Although the State Education Agency technically cannot dictate the content of local Chapter 2 programs, the type of funding formula the state devises has a direct influence on the type of programs the LEAs design. In states which distribute a small percentage of funds on high cost factors, a LEA may not get the amount of funds necessary to operate programs designed to serve children in high-cost situations. For example, school desegregation programs or comprehensive educational improvement interventions have high price tags. Decreases in federal funding and the redistribution of funds brought about by Chapter 2 caused many school districts to abandon high-cost or comprehensive interventions focused on

minority children. Additionally, the cuts which accompanied Chapter 2 and uncertainties about state funding formulas caused many districts to view their Chapter 2 funds as unpredictable. When the amount and duration of funding is unpredictable, districts have been unwilling to initiate comprehensive programs involving educational personnel, and are more likely to opt for materials and equipment acquisition where no personnel will have to be laid off if next year's grant decreases.

The State Education Agency is allowed to set aside up to 20% of the state's Chapter 2 allocation for administrative costs and/or state programs (See Figure 2). Although the State Advisory Committee can not influence on what LEAs do with their Chapter 2 money, the Committee does make recommendations on the use of the states' set-aside. The Committee's recommendations are non-binding on the final SEA decision; the SEA must, nevertheless, publish the Committee's recommendations in its annual Chapter 2 report to the Department of Education.

Concerns that SEAs may be diverting too much Chapter 2 money to pay for state administrative costs and possibly abusing the supplement-not-supplant provisions of Chapter 2 caused the House of Representatives to propose an amendment to Chapter 2 placing a limit of 50% on the amount of the state set-aside which a state may use for administrative expenses. During House hearings on the amendment, several examples were cited of states spending their Chapter 2 funds on questionable activities. For example, New York transferred 20 State Education Agency employees onto the Chapter 2 payroll; Missouri purchased a home computer for each member of the State Board of Education; and Massachusetts purchased a computer system for the SEA. Some of these activities appear to violate the law's supplement-not-supplant provisions. Similar spending abuses at the local level and by private schools receiving Chapter 2 funds have also been suggested; however, the lack of recordkeeping requirements makes such abuses more difficult to detect.

In order to receive funds from Chapter 2, a Local Educational Agency must submit an application to the state, describing the program it intends to implement and providing assurances that the LEA has consulted with parents, teachers, administrators, and other groups. In addition, if an LEA chooses to operate a basic skills program, it must develop a strategy to involve parents "to the extent practicable." Finally, the LEA must promise to make timely announcements to the private schools in its service area about the availability of Chapter 2 services.

Recently, several studies have been undertaken to examine how Chapter 2 is being implemented and what effects the program is having on school districts. Most of these studies have been conducted by education organizations or Congressional Committees; none have looked specifically at Hispanic communities, nor examined the availability of Chapter 2 data to minority or other citizens within the community.

IV. COMMUNITY ACCESS TO PUBLIC SCHOOL INFORMATION

In addition to requirements that parents be consulted in the development of Chapter 2 programs, and that provisions be made to involve parents to the extent practicable in Chapter 2 programs, a district's Chapter 2 plans are a matter of public information and should be accessible to community members. Since recordkeeping and reporting requirements for Chapter 2 were reduced, some studies have indicated that little public information is available on Chapter 2 programs. In order to examine the degree to which information on Chapter 2 is available to the Hispanic community, NCLR asked Hispanic community-based organizations to attempt to gather specific information about the Chapter 2 program from the local educational agencies in their communities. Initially, this study had several purposes. NCLR wanted to monitor the effects of Chapter 2 on Hispanic students

In terms of both the types of programs designed and the services provided. Additionally, since Chapter 2 eliminated most of the recordkeeping requirements in the previous programs, NCLR wanted to determine whether districts were voluntarily keeping data that would be helpful to the community in evaluating programs. The final purpose of the study was to determine whether or not such information would be made available to members of the community.

Since NCLR suspected that some districts might not be keeping records on Chapter 2, respondents were also asked to request copies of information that all the districts were required by law to collect, in order to assess a district's willingness to respond to the community's request for information. Thus, all respondents were asked to request Office of Civil Rights (OCR) Forms 101 and 102. All the districts included in the survey were required to have these forms on file from either 1980 or 1982. Although the primary purpose of requesting these forms was to determine the willingness of districts to provide citizens with public information, these forms also provide some valuable information. OCR Form 101 is a one-page summary of the racial/ethnic composition of the district's student body; OCR Form 102 is an individual report of each school in the district. The forms provide a breakdown by district and individual school of the number of students participating in special education programs, and the number of students disciplined. The forms also include information on whether or not the district has special programs for pregnant teenagers and how many participate in such programs.

Respondents were selected in communities with large Hispanic populations, or areas which are predominantly Hispanic. Where possible, community-based organizations affiliated with the National Council of La Raza were enlisted to participate in this study and solicit local information. In areas where no NCLR affiliate could be located, respondents were Hispanic community members who indicated their interest to NCLR or who were referred by community agencies.

Respondents were identified in 31 communities; only 17 were able to gain access to the requested information (See Figure 3).

Those who agreed to collect the information received a questionnaire to be filled out by a school district official, an annotated interviewer's guide, and a set of background materials on Chapter 2. Respondents were asked to contact the school district themselves, request an appointment with the individual responsible for the Chapter 2 program, and use the questionnaire to obtain responses to the questions and information requests. In practice, the respondents used a variety of different strategies to collect the information. Some attempted to collect the information personally, as NCLR had requested. Others, rebuffed after an initial telephone request for an appointment with the Chapter 2 administrator, turned to employees of the LEA and asked them to collect the information on the community member's behalf. Still others asked Hispanic school board members or Hispanic school administrators to intervene. Although some individuals attempted to collect the information directly before turning to acquaintances working for the school district, others concluded -- based on their past experiences with the school district -- that requesting the information directly was an impractical strategy, and used another approach immediately.

The specific information on Chapter 2 programs and practices which some respondents were able to gather generally supports the findings of other studies which have been conducted on Chapter 2. School districts were unable to tell respondents which children benefit from Chapter 2 programs, as in most cases Chapter 2 programs are not targeted on specific groups of students. Although some districts gained extra funds by having higher than average numbers of high-cost students -- many of whom are Hispanic low-income or limited-English proficient students -- since nothing in the law requires that the districts expend funds to serve the children which generate them, many districts have not used any of their

Chapter 2 funds for programs designed specifically for low-income or limited-English proficient Hispanic students.

Some districts, however, are operating programs with their Chapter 2 funds which benefit Hispanic students. These programs include: bilingual-international education, community outreach programs for limited-English proficient adults, and magnet schools. Unfortunately, only a few districts appear to offer special programs, and most regard the needs of limited-English proficient Hispanics as being no different from those of the general "high cost" population. School administrators were most apt to respond that the programs operated by the school district are designed to meet the needs of all children in the district equally.

There also appeared to be a great deal of confusion on the part of school administrators as to Chapter 2 requirements. Although all districts theoretically were to have developed a Chapter 2 plan which they submitted to the state as part of their application, some districts apparently have no such plan. In one Midwestern city, the respondent was told that the closest thing to a Chapter 2 plan in the district was a brochure which superficially described some programs.

There was also confusion about the degree to which private schools receive Chapter 2 funds. While many school administrators complained that the district had lost funds to private schools, most were unable to explain to community members how private schools are served by Chapter 2 funds. In one Southwestern city the amount of Chapter 2 funds received by private schools had been erased from the copy of the district's Chapter 2 budget provided to the community member. Finally, school administrators appeared very confused about the extent of community participation required by law. Most mistakenly believed that such participation is not necessary, but is optional. In fact, the law requires that the LEA provide for, "...systematic consultation with parents of children attending elementary and secondary schools in the area served by the agency..."

Thus, interviews conducted for the NCLR study confirmed the lack of targeting, absence of recordkeeping, and confusion as to program requirements which had been reported in other studies. The most significant new information provided by the NCLR study relates to the accessibility of school district records and information to community members. Some respondents informed NCLR that the school district refused their requests for information; others reported, in California and in Texas, that school administrators told them that authorization from the local board of education is necessary in order to comply with such a request. Some school administrators requested more information about the purposes of the study as a precondition for providing information -- one inquiring whether or not it would be used to bring suit against the school district.

When questionnaires were late in returning or when they were never returned, NCLR personnel conducted telephone interviews with survey participants to determine the cause for the delay or missing data. A variety of troubling responses emerged from those interviews.

Members of community-based organizations were rarely able to gain access to the requested information by working independently. Even among those who returned questionnaires, follow-up interviews revealed that they had required assistance to obtain the information. The most common assistance sought was that of Hispanic teachers, school administrators, or school board members. School administrators and teachers seeking to obtain this information in one city large Southwestern city were told by their supervisors not to give such information to the community-based organization and were threatened with disciplinary action if they did so. More commonly, the questionnaire either "disappeared" or was delayed several months, once it was in the hands of a school administrator. When responses to the questionnaires were delayed or lost by school administrators, respondents sometimes sought the assistance of Hispanic school board members.

Their intervention did produce results in at least two cities, in Texas and California, but not without several follow-up phone calls and much delay.

Several administrators informed survey participants that the district does not have the information requested, or that access to the data is restricted. This was true both for Chapter 2 plans -- which some districts apparently do not have despite the requirements in the law -- and the OCR forms which the districts do have on file. Regarding the OCR forms, survey participants reported that some districts referred the community member seeking information to the state; and some recommended that they call the Office for Civil Rights in Washington D.C. In Texas, one administrator told a community member that the OCR 101 Form, a one-page summary, is accessible only via computer and that the request would yield several volumes of computer printouts. One school district simply refused to provide either of the OCR forms.

Although NCLR had anticipated that Chapter 2 documentation might be relatively difficult to obtain due to the newness of the program and confusion which exists about the program's requirements, the Council did not anticipate that districts would refuse or discourage access to OCR 101 forms which are routinely required of most districts. Fear of litigation appears to be a significant reason districts did not want to make these forms available.

Finally, some survey participants were unable to complete the survey. There were two principal reasons for this failure. Some community-based organizations simply cannot afford to lose any significant amount of staff time from project administration. Thus, when it appeared that a substantial investment of time would be required to obtain the information from the district, the organization was unable to commit a staff person's time to the project. In these instances, the first evasive answer from a school administrator was sufficient to cause respondents to abandon the project. Several other community-based organizations or individual respondents were well connected with the school districts, knew how

to obtain the information, and had the staff time available to complete the project, even when faced with delays. They knew that a call, or several calls, to their contacts in the school district would produce the data. However, these participants judged the cost of obtaining the information to be too high. They relied on the good will or assistance of the school district for other projects which were more closely related to their organizational survival, and felt they could not risk weakening their personal contacts in order to obtain the survey data.

V. CONCLUSIONS

Although NCLR's examination of community access to information from local education agencies was based on a small sample and cannot be generalized beyond those communities included in the study, it did yield information which was consistent across these school districts. The finding that community members are still denied access to routine information is troubling enough to merit investigation in other communities.

Information from the NCLR study indicates that many districts do not keep, or make available, program information when they believe that they are not required by law to do so. Such is the case with Chapter 2. Recordkeeping and reporting requirements for this program need to be strengthened and made explicit. The responsibility to make information about Chapter 2 programs accessible to community members also needs to be clarified. Several studies conducted by the National Committee for Citizens in Education, the Council of Great City Schools, and testimony before the House Committee on Government Operations, have recommended such changes. The NCLR study supports such recommendations.

Even when information collection and reporting is legally mandated — as is the case for most districts with OCR Forms 101 and 102 — some districts do not

readily make the information available to community members on request. While some districts may be nervous about the purpose of such requests, they still have the responsibility to make the information available. Their reluctance to do so merely arouses community suspicion. Requests for OCR data do not necessarily signal a pending lawsuit. Hispanic parents need such information to become involved in the education of their children. As Hispanic community-based organizations and Hispanic parents become more expert at routinely monitoring the performance and policies of local school districts, requests for these forms should become increasingly frequent.

Although districts should be well aware that OCR Forms 101 and 102 are not privileged documents but must by law be made accessible to the public, due to the apparent confusion on this point, the Office for Civil Rights should clarify that fact for school districts. When districts refuse to provide local access to these forms, OCR should investigate the reasons why. Although NCLR found that districts were more apt to try to discourage community members from persevering in their requests for forms and information than to refuse outright, misinformation and delaying tactics also result in the denial of access to information. Requests that community members provide detailed rationales for their requests for information, demands for documentation as to the purposes of the study, and statements that school board approval is necessary before the information can be released all deterred and discouraged survey participants from pressing their request. If school-related information is to be publicly available, its acquisition should not be contingent upon the stamina and patience of the suppliant. Additionally it is the legal responsibility of the LEA to provide parents and interested citizens with school-related information, and to carry-out school business in the "open." All states now have legislation commonly known as "sunshine laws" which make school-related information available for public inspection. Similar laws have been enacted for programs receiving federal funds.

However, all indications are that vigorous and wide-spread enforcement of requirements that Chapter 2 and OCR data be available and accessible to community members will not soon be forthcoming. The philosophy of deregulation which produced the block grants is still prevalent in Congress and the current administration, and any new reporting requirements are not likely to be extensive. With respect to the Office for Civil Rights, even at its height of funding, it did not have the resources to engage in vigorous monitoring of very many school districts. The budget for the Office has been cut substantially over the last four years, so even fewer resources are available today. Furthermore, the Reagan Administration's emphasis is on negotiating compliance through the complaint, review, and appeals process rather than on stronger enforcement measures.

In the absence of such measures, and even if a return to strong federal enforcement were to occur immediately, Hispanic community-based organizations and Hispanic parents would still need to improve their skills in monitoring school districts. Specific information and training is needed for the staff of many community-based organizations in order to help them develop the ability not only to monitor the schools but also to train parents to use local school information. National Hispanic organizations, including the National Council of La Raza, must increase their technical assistance efforts in this area.

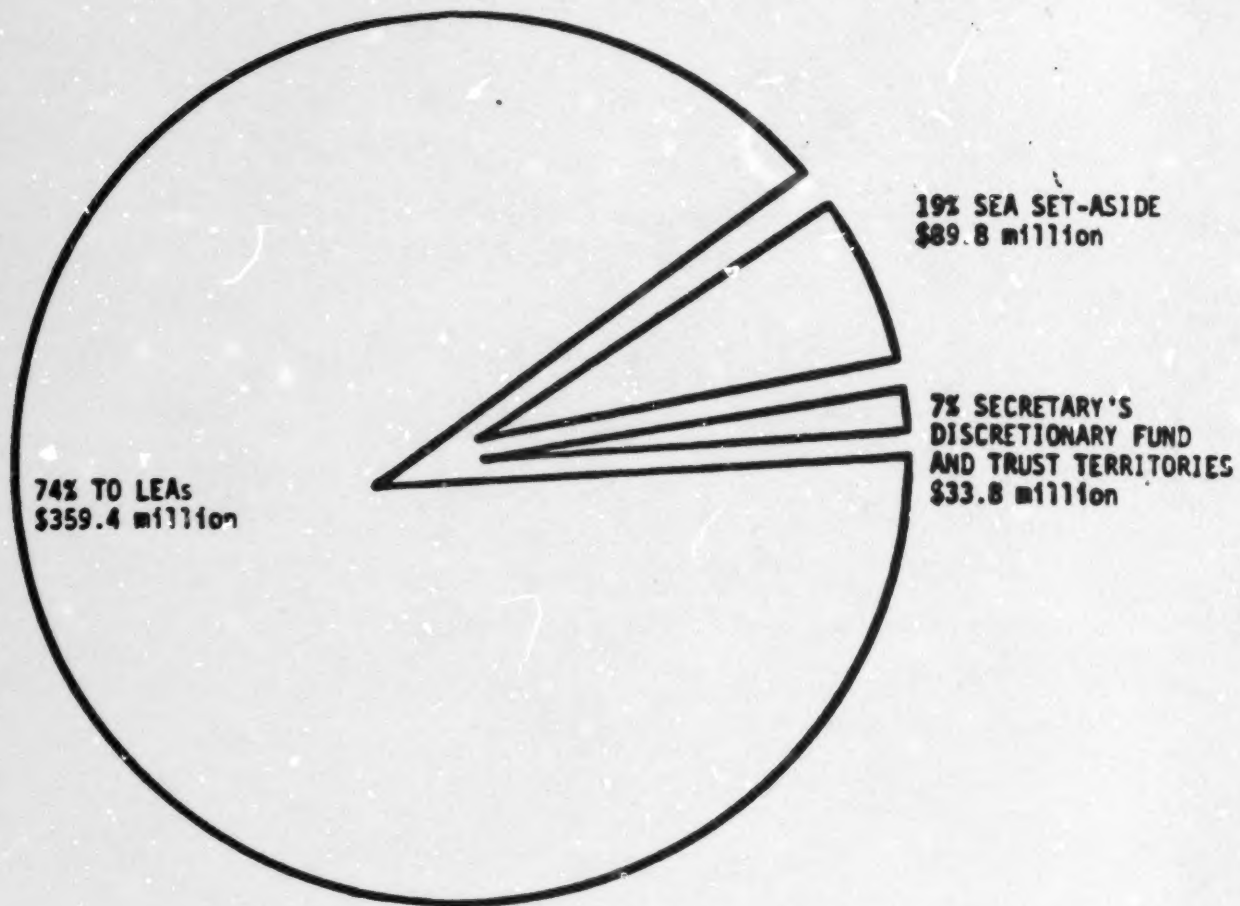
Despite the current attention on improving the public schools, the precarious educational position of Hispanic children demands that both the federal government and the Hispanic community work to increase local school accountability. Recordkeeping and reporting requirements are an important part of that accountability. Access to the resulting information is another part. However, information and access are only the first steps. Hispanic parents must be equipped with the skills and information necessary to interpret that information and determine whether their children are receiving the education to which they are entitled.

FIGURE 1.

Program Structure Prior to Chapter 2	Chapter 2 Structure
1. NATIONAL PROGRAM	PART A: BASIC SKILLS IMPROVEMENT
2. INSTRUCTIONAL MATERIALS AND SCHOOL LIBRARY RESOURCES 3. IMPROVEMENT IN LOCAL EDUCATIONAL PRACTICES (ESEA TITLE IV-C) 4. GUIDANCE COUNSELING AND TESTING (ESEA TITLE IV-D) 5. STRENGTHENING STATE EDUCATIONAL AGENCY MANAGEMENT (ESEA V-B) 6. EMERGENCY SCHOOL AID ACT (ESEA TITLE IV SECTIONS 601-617) 7. PRE-COLLEGE TEACHER DEVELOPMENT CENTER (NATIONAL SCIENCE FOUNDATION ACT OF 1950) 8. TEACHER CORPS (HIGHER EDUCATION ACT OF 1965, TITLE V-A) 9. TEACHER CENTERS (HEA TITLE V-B SECTION 532) 10. METRIC EDUCATION (ESEA TITLE III-C) 11. ARTS IN EDUCATION (ESEA TITLE III-C) 12. PRE-SCHOOL PARTNERSHIP PROGRAMS (ESEA TITLE III-D) 13. CONSUMER EDUCATION (ESEA TITLE III-E) 14. YOUTH EMPLOYMENT (ESEA TITLE III-F) 15. LAW-RELATED EDUCATION (ESEA TITLE III-G) 16. ENVIRONMENTAL EDUCATION (ESEA TITLE III-H) 17. HEALTH EDUCATION (ESEA TITLE III-I) 18. CORRECTION EDUCATION (ESEA TITLE III-J) 19. DISSEMINATION OF INFORMATION (ESAA TITLE III-K) 20. BIOMEDICAL SCIENCES (ESEA TITLE III-L) 21. POPULATION EDUCATION (ESEA TITLE III-M) 22. INTERNATIONAL UNDERSTANDING (ESEA TITLE III-N)	PART B: IMPROVEMENT AND SUPPORT SERVICES
23. COMMUNITY SCHOOLS (ESEA TITLE VIII) 24. GIFTED AND TALENTED (ESEA TITLE IX-A) 25. EDUCATIONAL PROFICIENCY STANDARDS (ESEA TITLE IX-B) 26. SAFE SCHOOLS (ESEA TITLE IX-D) 27. ETHNIC HERITAGE STUDIES (ESEA TITLE IX-E) 28. CAREER EDUCATION (CAREER INCENTIVE ACT) 29. DESEGREGATION TRAINING AND ADVISORY SERVICES (CIVIL RIGHTS ACT OF 1964 TITLE IV-405)	PART C: SPECIAL PROJECTS

FIGURE 2

FLOW OF CHAPTER 2 FUNDS*



*** FIGURES BASED ON FY 1984 APPROPRIATIONS**

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FIGURE 3

COMMUNITY	RESPONDENT AGREED TO PARTICIPATE IN SURVEY	RESPONDENT RETURNED INFORMATION
<u>Arizona:</u>		
Phoenix	X	
Tucson	X	
<u>California:</u>		
Brawley	X	X
Chico	X	
Colton	X	X
Fresno	X	
Los Angeles	X	
Long Beach	X	
Monterey Park	X	
Oakland	X	X
Pico Rivera	X	
San Diego	X	X
San Francisco	X	X
San Jose	X	
<u>Colorado:</u>		
Denver	X	X
<u>Florida:</u>		
Miami	X	
<u>Illinois:</u>		
Chicago	X	X
<u>Massachusetts:</u>		
Boston	X	
<u>New Mexico:</u>		
Albuquerque	X	X
<u>New York:</u>		
New York City	X	X
<u>Ohio:</u>		
Toledo	X	
<u>Pennsylvania:</u>		
Bethlehem	X	X
Philadelphia	X	X
<u>Texas:</u>		
Corpus Christi	X	X
Dallas	X	X
El Paso	X	
Houston	X	
San Antonio	X	X
San Juan/Pharr	X	X
Weslaco	X	X
Ysleta	X	X

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